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ABSTRACT

Researchers asked chief state school officers in 50 states and 6 territories about their opinions of the essential components of community education, their perceptions of current and future state department roles in community education development, and their recommendations for implementation of the state roles. The 51 respondents ranked the three most important elements of community education to be a process for matching community resources with community needs; sponsorship of cooperative programs with other agencies; and use of schools as community centers. Respondents ranked the three most important current and future roles of state departments of education to be providing technical assistance to local education agencies in the design of community education programs; encouraging state education association staff to plan cooperatively with other state agencies; and establishing statewide community education goals. The three most important strategies recommended by chief state school officers for the development of community education at the state education association level were establishing a statewide community education advisory council; seeking state board of education approval of the definition, goals, and plans for community education; and seeking commitment from other state agencies to investigate the merits and feasibility of community education. (Author/JM)

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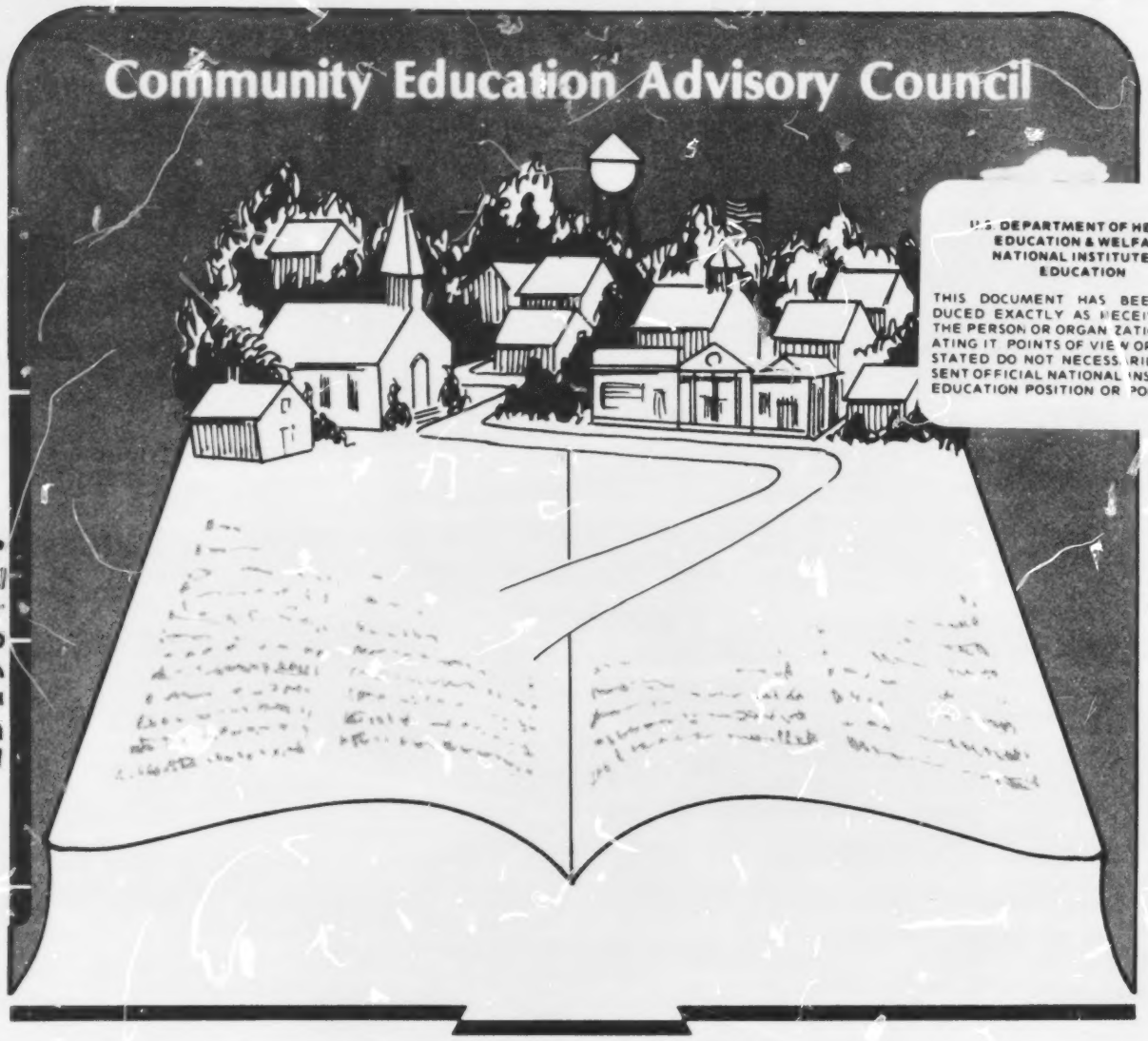

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Community Education and State Education Agencies AN ASSESSMENT OF EXISTING AND FUTURE ROLES

Report No. 4

EA 010 859

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Community Education and State Education Agencies AN ASSESSMENT OF EXISTING AND FUTURE ROLES

Developed pursuant to Contract No. P007605II by the Council of Chief State School Officers. This report was prepared by Barry F. Semple and Anthony J. DeLellis and arranged and edited by Fred Brown, Jr. Funded by the U.S. Office of Education under Title IV, Section 405 of the Education Admendments of 1974 (P.L. 93-380) "Community Schools Act."

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Joseph A. Califano, Jr., Secretary
Mary Berry, Assistant Secretary for Education

Office of Education
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CHAPTER I

Introduction

Although the Community Education and Community School Concepts have existed for many years, most activities have been at the local district or university level. However, with passage of the Community School Act in 1974, there has been a significant increase in Community Education interest and activity by State Education Agencies (SEA's).

It was determined by Migocki in his study on Community Education and SEA's (1976) that at that time there were fifteen states with fulltime Community Education positions. Funds from the Community School Act have provided thirty-two states the opportunity to hire Community Education staff, and it is anticipated that by 1977-78 nearly forty states will have received funding for Community Education development at the SEA level under provisions of the Community School Act.

One state commissioner of education, in discussing the state's role in Community Education, said:

> The State Department is geared to give service to the state for the planning, development, and evaluation of Community Education programs. It is a challenge that will be met and such an assurance to the participants will be forthcoming at all times. This is a confirmation and promise of what a State Education Agency is all about in meeting the needs of people. (Casmey: 1973)

The $1.5 million made available to states in both 1976-77 and 1977-78 has enabled these departments to create and/or expand their technical assistance services to other state agencies and local education agencies (LEA's). Since the Act stipulates that 50% of the annual allocation must go to SEA's, who also review and comment on LEA applications to the U.S. Office of Education, an active role on the part of the states is implicit. Because of this, plus the rapidly growing interest and activity in Community Education by SEA's, the Council of Chief

State School Officers (CCSSO) submitted a proposal to the U.S. Office of Education to identify current and appropriate future roles of the states in Community Education. Specifically, the project focused on determining what Community Education roles State Departments of Education will likely assume by:

- Assessing Chief State School Officers' perceptions of current State Department roles in Community Education development;
- Defining appropriate future states' roles; and
- Recommending methods for implementation of desired state roles.

Because the direction the State Education Agency takes is, in great measure, a function of the perceptions and desires of the Chief State School Officer, the Council of Chief State School Officers elected to poll its membership to assess the factors listed above. This study has attempted to determine: (1) which components of the Community Education definition were considered most essential by the respective chiefs; (2) the chiefs' perceptions of the SEA's current roles in Community Education; and (3) the desires of the chiefs regarding future state roles. In addition, the study attempted to obtain recommendations from the chiefs as to ways the desired state roles could be implemented for Community Education development at the state level.

The increase in requests by local education agencies (LEA's) for assistance in all aspects of initiating and implementing Community Education made the need for this study apparent. As a result, the Council obtained approval from the Office of Community Education, U.S. Office of Education, to ascertain the nature of Community Education services being delivered by the states as perceived by Chief State School Officers, and to project the future roles that would enhance the quality of those services.

This report is the result of that assessment and represents major contributions of the following planners:

Barry F. Semple, Project Director and
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Officers

Community Education and the State Education Agency

The existence of Community Education development efforts by State Education Agencies has increased greatly in the past few years. In 1974 nine states reported funding Community Education (Migocki: 1976); in 1975 there were fifteen state level centers for Community Education (Kelly: 1975); and, in 1976 the number had increased to thirty-two, with more expected in the future (Israel: 1976). In addition, all of those SEA's that did not house Centers for Community Education Development have designated, at least for purposes of communication, a state department official as the Community Education Officer (Wilkinson: 1976).

In order for Community Educators at the local, state, and federal levels to "make plans and decisions for the effective implementation of the Community Education concept nationwide (Israel: 1976)...," it is essential that the perceptions and desires of the Chief State School Officers be known regarding the roles of State Education Agencies. A clarification of leadership perceptions of SEA roles would permit more efficient planning between Community

Education directors and their respective Chief State School Officers. In addition, such mutual understanding of roles would be necessary as State Education Agencies begin to evaluate their Community Education Development programs.

The future roles of State Education Agencies in Community Education development may, as suggested in a review of literature, be in part a function of the perceptions of Chief State School Officers. If so, then knowing their propensities would allow for more cooperative planning between state departments of education and other state agencies; between state departments and institutions of higher education; and, it would also allow for more efficient planning between the various divisions within State Education Agencies. In addition, knowledge of the chiefs' perceptions of future roles could lead to revisions in future Community Education legislation at the federal, state, and local levels, as well as changes in the criteria for direct funding on the part of the C. S. Mott Foundation. This would lead to the solution of what some state level Community Educators called, "the most crucial problem facing Community Education for the future....'how do we respond to and develop state and federal legislation?' (Page: 1975)." Superintendent of Public Instruction Bakalis (1974), discussed the role his office was playing in joint planning with citizens. Further, he raised an issue that could lead to a major Community Education emphasis for State Education Agencies. He stated, "the real problem many educators face is expressed in the question, 'how do we implement the philosophy?'." To a great extent, the rationale for this study was to respond to the spirit of that question.

Because State Education Agencies have only recently become involved in Community Education Development (Migocki: 1976) (Kelly: 1975) (Israel: 1976),

there has been little opportunity for establishing a large body of research related to the field. In illustration, Research in Community School Education, Olsen (November 1970) listed 398 titles of works related to Community School Education, none of which suggested an indepth study of the role of the State Departments of Education or the Chief State School Officers in Community Education. The University of Michigan published an anthology of abstracts of Community Education dissertations completed between 1965 and 1976 (Office of Community Education Research: June 1976). Of the 137 dissertation titles listed, none suggested an indepth study of the role of State Departments of Education or the Chief State School Officers in Community Education. The Community Education Research Monograph (Cwik, et.al.: Vol. 1, NO. 3, 1975, through Vol. 2, NO. 3, 1976) was published a total of six times in 1975 and 1976, and included a variety of abstracts of studies on Community Education. None of the studies cited focused on the roles of State Departments of Education or Chief State School Officers in Community Education development. Boyd (1975) reported, after an assessment of what was "being done to evaluate State Education Agency (SEA) Community Education programs," the following:

> ...states and SEA's are not currently evaluating SEA Community Education programs.... in the SEA's that have them, Community Education units or personnel are of course reviewed in the regular course of each SEA's administrative review of its component activities and operations; but this is staff evaluation rather than SEA program evaluation.

In Community Education: Issues and Answers - 1975 (Cwik, et.al.) there were included a number of areas that needed study. One of these was related to the problems that directors of university-based Centers for Community Education had with State Departments of Education. Another question cited as needing study was concerned with Community Education leadership skills in State Departments of

Education positions. It was assumed that these areas were listed because there was no existing research from the field.

In summary, the justification for this study was based upon the need for coordinated planning in Community Education efforts that involved State Education Agencies; the need to design appropriate state and federal legislation; the need to develop ways of implementing Community Education; and, the need to fill the relative void in empirical research related to the perceptions of Chief State School Officers regarding the roles of State Education Agencies in Community Education development.

In order to accomplish the purposes and objectives of this study and to answer the research questions, the procedures below were followed.

Population

The population studied included Chief State School Officers (as defined on page 9) in the United States of America and its territories. The perceptions of the Chief State School Officers were sought because the scope of the purposes and objectives of the study are national, and because the number of such officers was relatively small. Chief State School Officers were chosen as the population to be studied because of their unique vantage point as executive officers of State Departments of Education and because comparable positions existed in each of the states, territories and protectorates represented in the Council of Chief State School Officers (CCSSO).

Instrumentation

The perceptions of the Chief State School Officers were determined through the use of a combination, limited choice, and open-ended questionnaire. The procedure for developing the questionnaire included the following activities: Initial questionnaire items were generated as a result of consultation with personnel from

New Jersey State Department of Education and the Mid-Atlantic Community Education Center, University of Virginia.* The procedure included a review of literature of the roles of State Departments of Education in Community Education development (Migocki: 1976) (Boyd: 1975) (Talbot: 1975) (Nierman: 1975) (Casmey: 1973) (Erie: 1973).

A first draft of the questionnaire was developed and mailed to a Community Education Task Force of Chief State School Officers who had agreed to assist with the project. Members of the Task Force were:

Fred C. Burke, New Jersey	Harold H. Negley, Indiana
Leonard J. DeLayo, New Mexico	Robert G. Schrader, Wyoming
Martin W. Essex, Onio	Walter D. Talbot, Utah
Calvin M. Frazier, Colorado	Ralph D. Turlington, Florida

Initial revisions to the questionnaire were suggested both in writing and via a conference phone call in February 1977.

The draft questionnaire was also presented for critical analysis at a general session of a training workshop for the State Department Community Educators, a meeting at which forty-two states were represented. This was done to insure that the format and structure of the instrument were sound, that the directions were clear, and that items were understandable and appropriate. As a result of the comments arising from this meeting (held in Denver, Colorado, January 1977), both the content and the structure of the questionnaire were revised prior to a February 1977 conference call with the Community Education Task Force of the CCSSO. As a result of the Task Force recommendations, appropriate revisions were made prior to a March 1977 meeting of the Task Force of Chief State School Officers and CCSSO staff, the purpose of which was again to critique the questionnaire

*Early thinking regarding the general, historical roles of SEA's was influenced by others, including Council of Chief State School Officers, State and Local Responsibilities for Education: A Position Statement, 1968.

A modified form of the questionnaire was then mailed for review prior to the March 1977 meeting of the Task Force where the questionaire and the process for retrieving the information were finalized.

The Task Force met again on May 12, 1977, to review the initial draft of the report and to provide input on format and structure. A revised draft was then mailed to the Task Force for input prior to finalizing the report.

Data Collection

The questionnaire was mailed to each Chief State School Officer with a cover letter from the Executive Secretary of the Council of Chief State School Officers, as shown in Appendix B. Approximately three weeks were allowed for response, after which follow-up phone calls were made or letters were mailed.

The questionnaire, as shown in Appendix A, consisted of four pages. On the first page the chiefs were asked to indicate those aspects of Community Education they considered most essential. The second and third pages each contained a list of twenty SEA roles in Community Education. In these pages the chiefs were asked to indicate the extent to which their SEA was currently performing each of the roles and the extent to which they desired their SEA's to perform those same roles in the future. In addition, the chiefs were asked to list any roles that were not included on the questionnaire. The fourth page consisted of two open-ended questions that allowed the chiefs to provide insights regarding the implementation of Community Education by SEA's and to make other comments as considered appropriate.

A descriptive analysis was used to study the research questions. The data obtained are presented in terms of rank order by means, by frequencies, and through narrative and graphic illustrations. In addition, the analysis included t-tests and minor content analysis. Finally, all numerical data are presented in Appendix C in terms of frequencies, means and standard deviations.

Definitions

The definitions of Chief State School Officer, "Non-Chiefs" (referring to those responding to questionnaires), Roles of State Departments of Education in Community Education Development, and Community Education appear below:

A. Chief State School Officer was defined as the individual in each jurisdiction who served as:

> ...(1) the executive officer of the State Board of Education; (2) the administrative head of the State Department of Education; and (3) the chief administrative officer of the State for executing the laws, rules, and regulations relating to education which arise under the State constitution, State statutes, or policies of the State Board of Education (Harris: 1973, p. 75).
>
> Further, a Chief State School Officer was defined as a member of the Council of Chief State School Officers.
>
> In discerning those questionnaires that were defined as belonging to Chief State School Officers from those that were not, several criteria were employed. A questionnaire was defined as belonging to a Chief State School Officer if:
>
> 1. It bore the name of the Chief State School Officer or;
> 2. It was accompanied by a cover letter that bore the name of the Chief State School Officer or;
> 3. It was identified by telephone, by letter, or in person as having been filled out and/or directly sanctioned by the Chief State School Officer.

B. Non-Chiefs were defined as those individuals who returned questionnaires that did not meet one or more of the criteria established in A-1, A-2, or A-3, above.

C. Roles of State Departments of Education in Community Education Development were defined as the twenty activities listed on the questionnaire as current roles and the twenty activities listed on the questionnaire as future, desired roles. (See Appendix A)

D. Community Education was defined in terms of the minimum elements of a Community School, as adapted from the Community School Act of 1974. The Act's elements, as adapted by Warden (1976, p. 15), were as follows:

1. SCHOOL INVOLVEMENT. The program must provide for the direct and substantial involvement of a public elementary or secondary school in the administration and operation of the program.

2. COMMUNITY SERVED. The program must serve an identified community which is at least coextensive with the school attendance area for the regular instructional program of the school; except where special circumstances warrant the identification of a smaller community.

3. PUBLIC FACILITY AS A COMMUNITY CENTER. Program services to the community must be sufficiently concentrated and comprehensive in a specific public facility, including, but not limited to, a public elementary or secondary school, a public community or junior college, or a community recreation or park center, in terms of scope and nature of program services.

4. SCOPE OF ACTIVITIES AND SERVICES. The program must extend the program activities and services offered by, and uses made of, the public facility in terms of the scope and nature of program services, the target population served, and the hours of service.

5. COMMUNITY NEEDS. The program must include systematic and effective procedures for identifying and documenting on a continuing basis the needs, interests, and concerns of the community served with respect to Community Education activities and services, and for responding to such needs, interests, and concerns.

6. COMMUNITY RESOURCES AND INTERAGENCY COOPERATIVE ARRANGEMENTS. The program must provide for the identification and utilization to the fullest extent possible of educational, cultural, recreational, and other existing and planned resources located outside of the school.

7. PROGRAM CLIENTS. The program must be designed to serve all age groups in the community.

8. COMMUNITY PARTICIPATION. The program must provide for the active and continuous involvement, on an advisory basis, of institutions, groups, and individuals in the planning and carrying out of the program, including involvements in the assessment of community needs and resources and program evaluation.

It should be noted that the Chief State School Officers were provided an opportunity to indicate their priorities for an operational definition of Community Education in Part 1 of the questionnaire. Items in Part 1 of the questionnaire were derived from the minimum elements described above. (See Appendix A)

CHAPTER II

Findings

This chapter includes a discussion of the population from which the information was derived; definitions employed in the study; and methods of treatment of the data. Because of the relatively small size of the population being studied, it was decided to treat the data, wherever possible, with graphic and narrative presentations rather than with statistical tables. However, in some cases, the use of certain statistical measures could not be avoided.

For the purpose of this report only the data derived from those questionnaires determined to have been directly sanctioned by or filled out by Chief State School Officers were considered. This decision was made solely to fulfill the requirements of the federal grant under which this study was sponsored, viz., to assess the perceptions of Chief State School Officers.

Population

Of the fifty-six questionnaires that were mailed to the Chief State School Officers of the fifty states and six U.S. territories and protectorates represented in the CCSSO, fifty-one usable questionnaires were returned. It was determined that thirty-five of the fifty-one usable questionnaires returned were sanctioned by or filled out personally by Chief State School Officers, and sixteen by "Non-Chiefs." The Non-Chiefs ranged in occupational speciality and level of responsibility to such an extent that they could be designated only as Non-Chief State School Officers. The criteria employed to discern between Chiefs and Non-Chiefs were explained in the section on definitions in the previous chapter.

Treatment of Data

Essential Elements of Community Education. The data derived from Part I of the questionnaire, "Essential Elements of Community Education," were compiled so as to

provide a frequency for each element. This frequency reflected the number of times that an element was checked by the Chief State School Officers. The elements are presented in Table I in rank order, according to the frequency with which each was checked. In addition, the frequencies are presented in Graph I.

Current Community Education Roles of SEA's. Data derived from Part II of the questionnaire, Chiefs' perceptions of current roles of State Departments of Education in Community Education development, were given the following treatment. For each activity item a mean score was calculated, which score reflected the perceptions of all the Chief State School Officers providing usable data for that item: On the basis of mean scores, current roles were placed in rank order, and are presented in this chapter in Table II.

Desired Community Education Roles of SEA's. Data derived from Part III of the questionnaire, Chiefs' perceptions of future, desired roles of State Departments of Education in Community Education development, were given the following treatment: For each activity item a mean score was calculated, which score reflected the perceptions of the Chief State School Officers providing usable data for that item. On the basis of mean scores, future roles were then placed in rank order, and are presented in Table III of this chapter.

Open-Ended Questions. Open-ended responses from Parts I, II, and III of the questionnaire were transcribed, and are presented in this chapter as Narrative Tables I, II, and III. In transcribing the statements made in this part of the questionnaire a minimum of editing was performed. This included the deletion of any words that would identify the writer or the state from which the questionnaire was returned in order to ensure anonymity. In such cases underlining was employed to indicate the deletion, thusly, _____. The use of abbreviations, upper and lower case letters, and parenthetical expressions, in all cases, were those of the

writer, and were not edited by the researchers. Responses from Parts IV-1 and IV-2 of the questionnaire (the open-ended questions) were given the same treatment and method of presentation as were the statements in Parts I, II, and III.

Congruence Testing. In order to test for congruence between the current and future roles of State Departments of Education in Community Education development, as perceived by Chief State School Officers, the following was performed: The means of each current role and each future role were, in individual pairs, subjected to t-tests to determine significance. The results are presented in this chapter.

Discussion Concepts. In the sections that follow data will often be discussed in terms of clusters or groupings. Depending upon the nature of the data, the grouping or cluster will be a function of: (1) statistical measures; (2) graphic presentation; or (3) the content of the items under consideration. It was hoped that by examining the salient features of the data in terms considered most relevant to the research questions that the value of the presentation would be enhanced. Therefore the three functions noted above were considered necessary in order to present the underlying meaning of the data.

Presentation of the Data. The following section includes the tabular, graphic, and narrative presentation of data derived from Parts I, II, III, and IV of the questionnaire. Where appropriate, statistical tests for significant differences were run, and the results are indicated at the alpha levels of .05 and .001.

TABLE I

RANK ORDER OF MOST ESSENTIAL ELEMENTS OF COMMUNITY EDUCATION, BY FREQUENCY OF SELECTION, AS PERCEIVED BY CHIEF STATE SCHOOL OFFICERS

Rank Order	Frequency of Selection	Community Education Elements
1	26	A process for matching community resources with community needs.
2	25	Sponsorship of cooperative programs with other agencies (e.g., parks and recreation department.)
3	24	Using schools as community centers.
4	21	Community advisory councils for planning Community Education programs.
5	12	Community usage of gyms, libraries, auditoriums, etc.
5	12	Community advisory councils assessing community needs.
6	9	A means for identifying general community needs (i.e., pollution, drugs, etc.)
7	7	A process of assessing attitudes of citizens about their schools.
7	7	A system for identifying citizens who could serve as educational resources.
7	7	A referral service for individuals with needs to appropriate agencies.
7	7	Community advisory councils helping to conduct Community Education programs.
7	7	Using community locations (e.g., libraries, parks, etc.) as extensions of school.
8	6	Programs for adult illiterates.
8	6	Programs to meet adult needs for leisure skills.
8	6	Community advisory councils evaluating Community Education programs.
9	5	Programs for pre-schoolers.
10	4	Programs for senior citizens.
11	2	Programs for/and with business and industry.
11	2	Extended use of school playgrounds.
11	2	School facilities available to all ages during summer months.

GRAPH I

GRAPHIC PORTRAYAL OF THE RANK ORDER OF COMMUNITY EDUCATION ELEMENTS, BY FREQUENCY OF SELECTION, AS PERCEIVED BY CHIEF STATE SCHOOL OFFICERS

Rank Order		Frequency of Selection
1	A process for matching community resources with community needs.	26
2	Sponsorship of cooperative programs with other agencies (e.g., parks and recreation department.)	25
3	Using schools as community centers.	24
4	Community advisory councils for planning Community Education.	21
5	Community usage of gyms, libraries, auditoriums, etc.	12
5	Community advisory councils assessing community needs.	12
6	A means for identifying general community needs (i.e., pollution, drugs, etc.)	9
7	A process of assessing attitudes of citizen about their schools.	7
7	A system for identifying citizens who could serve as educational resources.	7
7	A referral service for individuals with needs to appropriate agencies.	7
7	Community advisory councils helping to conduct Community Education programs.	7
7	Using community locations (e.g., libraries, parks, etc.) as extensions of school.	7
8	Programs for adult illiterates.	6
8	Programs to meet adult needs for leisure skills.	6
8	Community advisory councils evaluating Community Education programs.	6
9	Programs for preschoolers.	5
10	Programs for senior citizens.	4
11	Programs for/ and with business and industry.	2
11	Extended use of school playgrounds.	2
11	School facilities available to all ages during summer months.	2

NARRATIVE TABLE I

LIST OF OPEN-ENDED RESPONSES RELATED TO THE "ESSENTIAL ELEMENTS" OF COMMUNITY EDUCATION, PART I OF THE QUESTIONNAIRE

Response	Statement
A.	Lifelong learning, a process for dealing with community problems, a conceptual framework for all education.
B.	Consideration--dividing an important component such as advisory council participation into four separate duties (as indicated above)* will cause that component to be ranked low. We find all four above roles inadequate within themselves. We suggest the community advisory council provides citizen leadership to carry out the total rational decision-making process to bring about positive impact on the quality of life in the community.
C.	In some instances, it may be necessary for the local school leadership to take the initial step in implementation of agency cooperation within the community.
D.	*add: and of creating settings in which citizens can participate fully in contributing to the education of their children. **add: and for assisting residents to receive training to deal effectively with such needs. A process for helping communities expand the teaching and learning capacities of citizens of all ages, backgrounds, and interests.
E.	The areas checked above are some of the general elements of Community Education. A Community Education Program could possibly involve all elements mentioned above or may select some according to each community need.
F.	Comment: All of the above items may be a part of a Community Education program depending upon the perceived needs by citizens of the community. ESSENTIAL are the components which enable citizen involvement in the decision-making process of institutions (e.g. schooling) having effect on the life of the individual and community. This is far different than simple citizen participation in short-term programs. Citizen advisory groups with specific tasksas noted have direct linkage with governance structures in the community.
G.	A process of involving the public in determining the role the schools are to play in solving individual and community problems.
H.	The existence of an ongoing and viable Community Council is a basic element, essential to providing the input necessary to insure a responsive program. However, none of the four roles of a council mentioned above are significant enough by themselves to be included as one of the six most essential elements.

Essential Elements

As can be seen from Table I, Graph I, and Narrative Table I, a rather clear pattern emerged regarding the Chiefs' perceptions of the most essential elements of Community Education. The four elements ranked highest by the Chief State School Officers indicated that they perceived the most essential elements of Community Education to include: (1) a process through which community resources were matched with community needs; (2) use of schools as community centers; (3) cooperative programming with other agencies; and (4) citizen planning groups. The second cluster of elements, those ranked fifth and sixth, indicated that Community Education involves citizens in identifying and assessing community needs. In addition, community usage of school facilities was again listed. This could be perceived as supportive of the element in the first cluster, for use of schools as community centers.

In the third cluster there were five elements ranked seventh. Of these, three related to citizen involvement, one to providing referral services to citizens, and one to the use of public facilities as an extension of the school. Two of the three elements relating to citizen involvement were concerned with different aspects of interaction between the community and the school for planning and programming assistance.

The fourth cluster to emerge included those elements ranked eighth, ninth, and tenth. Of the five elements within the cluster, most related to programming. However, it included one element related to the potential function of community councils in the evaluation of Community Education programs. Of the five clusters that emerged from the rank ordering of frequencies, this was the most homogeneous. This may indicate that the program type elements were considered less essential elements of Community Education. Another interpretation was that if those elements ranked highest were functioning effectively, then programs would be developed according to local needs and resources available at the LEA level.

The fifth and lowest cluster that emerged from the graph was that composed of those elements ranked eleventh. In this cluster there were three elements, two of which were related to facility use and one related to programming with the industrial sector. The most noteworthy aspect of this cluster was, perhaps, the presence of the last element listed above. On the surface it may have appeared to be inconsistent with previous rankings in which cooperative relationships dominated the first cluster. However, a number of factors related to the definitions and philosophies of those institutions found in "business and industry" may have been considered, by the Chief State School Officers, to be a lesser mission of public schools.*

Open-ended statements related to the essential elements of Community Education are listed in this chapter. An examination of them suggests that the Chief State School Officers were concerned with the aspect of community councils and citizen action. The consistency with which the topic arose in the open-ended responses may have been a method of emphasizing what the respondents considered to be the more essential elements of Community Education.

*Editor's note: The inferences drawn from clusters and groupings of the essential elements of Community Education that have been described are those as perceived by the principal investigators. Differing perceptions as to inferences may exist. Should this be the case, it would seem to suggest that additional studies, of a follow-up nature, are needed.

TABLE II

RANK ORDER OF CURRENT ROLES OF STATE DEPARTMENTS OF EDUCATION IN COMMUNITY EDUCATION DEVELOPMENT, BY MEANS AS PERCEIVED BY CHIEF STATE SCHOOL OFFICERS FROM PART II OF THE QUESTIONNAIRE

Rank Order	Role
1	Providing technical assistance to LEA's in the design of Community Education programs.
2	Consulting in a specific community regarding education planning, funding, or evaluation efforts at the LEA level.
3	Disseminating materials to promote Community Education to LEA's.
4	Encouraging SEA staff to plan cooperatively with other state agencies.
5	Conducting workshops for local staff and/or community councils.
6	Establishing statewide Community Education goals.
7	Establishing Community Education advisory council at the SEA level.
8	Providing Community Education materials and information to other state agencies.
9	Providing financial support for Community Education position at state level.
10	Measuring the attainment of LEA and/or SEA identified Community Education goals.
11	Conducting workshops for state legislators or LEA board members or SEA board members or public community, etc.
12	Designing and requesting liberalized regulations for involving lay citizens in educational programs.
13	Initiating intra and inter-departmental advisory councils to improve coordination of activities.
14	Retrieving and compiling enrollment data about Community Education extended day programs.
15	Drafting and recommending legislation. (e.g., facilitating community use of facilities)
16	Conducting research related to selected assertions of Community Education. (vandalism reduction, etc.)
17	Drafting statements of cooperation and/or joint contracts between the LEA's and other agencies.
18	Compiling costs and revenues of Community School extended day programs.
19	Providing funding support for Community Education positions at the LEA level.
20	Directly operating Community Schools in state operated school programs.

NARRATIVE TABLE II

OPEN-ENDED RESPONSES RELATED TO CURRENT ROLES FOR SEA'S IN COMMUNITY EDUCATION, FROM PART II OF THE QUESTIONNAIRE

Response	Statement	Rating
A.	Training for Superintendents and Community School Directors.	4
	Meeting with local Boards of Education.	3
B.	Action is contingent upon funding situation/not agreement with need.	Not Given
C.	Measuring the attainment of LEA identified goals.	1
D.	Involving Dr. _____, Mott Fellow, in ABE program planning.	Not Given
E.	Disseminate materials to LEA upon request (not so much promotional) note: most presentations have been informational rather than technical assistance.	4
F.	Establishing a Statewide Community Education Philosophy.	5
G.	Coordinating community Education activities with the State University System and Cooperative Extension.	4
	Integrating Community Education concept within existing Departmental services to LEA's.	5
H.	Involving the public in educational decision making.	5

Current Roles

As can be seen by the rank ordering of the current roles of State Departments of Education in Community Education development, four of the five highest ranked were related to services rendered directly to LEA's. These included efforts at technical assistance, generalized consulting, promotion of Community Education through distribution of materials, and conducting of workshops for staff and/or community councils at the LEA level. The other highly ranked role currently played by State Departments of Education, as perceived by the Chiefs, was directed at the state level and dealt with encouraging the SEA staff to plan cooperatively with other state agencies.

The next cluster of roles that emerged from the rank ordering, as a function of the content of the roles, were those ranked sixth through ninth. They were related to operations at the state level. They included the establishment of statewide Community Education goals, a statewide Community Education advisory council, the distribution of materials on Community Education to other state agencies, and in addition, the cluster included financial support for Community Education positions at the SEA level.

Legislative and regulatory matters comprised the next cluster that emerged as a function of current SEA roles. Those ranked eleventh and twelfth indicated that among those roles ranked in the lower half of the continuum, workshops for state legislators, LEA board members, SEA board members, and liberalized regulations for the involvement of lay citizens in educational programs were relatively important current roles, but not as important as those in the first and second clusters.

Beyond the twelfth ranking there appeared to be no content-related grouping of roles until the eighteenth and nineteenth levels were reached. These comprised a small cluster related to financial considerations in Community Education at the LEA level, suggesting that relatively little financial support was being provided to LEA's for the development of Community Education.

Direct operation of state managed community schools stood alone as the role least played by SEA's regarding Community Education development. This, almost certainly, was the result of the practice of SEA's to refrain from direct operation of primary and secondary public schools (with the exception of certain specialized schools, such as vocational/technical schools and schools for the handicapped).

Statements elicited from the Chief State School Officers as open-ended responses (see Narrative Table II of this chapter) provided additional insight regarding current roles.

Although the chiefs usually indicated after each open-ended statement, a rating (5, 4, 3, 2, 1) for the item(s), it was not possible to include them in the rank order discussed above.

TABLE III

RANK ORDER OF FUTURE ROLES OF STATE DEPARTMENTS OF EDUCATION IN COMMUNITY EDUCATION DEVELOPMENT, BY MEANS, AS PERCEIVED BY CHIEF STATE SCHOOL OFFICERS FROM PART III OF THE QUESTIONNAIRE

Rank Order	Role
1	Providing technical assistance to LEA's in the design of Community Education programs.
2	Encouraging SEA staff to plan cooperatively with other state agencies.
3	Establishing statewide Community Education goals.
4	Providing financial support for Community Education position at state level.
5	Disseminating materials to promote Community Education to LEA's.
6	Establishing Community Education advisory council at the SEA level.
7	Consulting in a specific community regarding education, planning, funding, or evaluation efforts.
8	Conducting workshops for local staff and/or community councils.
9	Providing Community Education materials and information to other state agencies.
10	Designing and requesting liberalized regulations for involving lay citizens in educational programs.
11	Initiating intra and inter-departmental advisory councils to improve coordination of activities.
12	Conducting workshops for state legislators, or LEA board members, or SEA board members, or public, or community, etc.
12	Measuring the attainment of LEA and/or SEA identified Community Education goals.
13	Providing funding support for Community Education positions at the LEA level.
14	Drafting statements of cooperation and/or joint contracts between the LEA's Department of Education and other agencies.
15	Retrieving and compiling enrollment data about Community Education extended day programs.
16	Drafting and recommending legislation. (e.g., facilitating community use of facilities).
17	Conducting research related to selected assertions of Community Education. (vandalism reduction, etc.)
17	Compiling of costs and revenues of Community School extended day programs.
18	Directly operating Community Schools in state operated school programs.

NARRATIVE TABLE III

OPEN-ENDED RESPONSES RELATED TO FUTURE ROLES FOR SEA'S IN COMMUNITY EDUCATION, FROM PART III OF THE QUESTIONNAIRE

Response	Statement	Rating
A.	In turn my desires are tempered by what our funding situtation in _____ is.	Not Given
B.	Coordinating Community Education activities with University and Cooperative Extension.	5
C.	Integrating Community Education concept within existing Departmental - Divisional services to LEA's.	5
D.	Involving the public in educational decision-making.	5

Future Roles

In discussion of the data related to the future roles of State Departments of Education in Community Education development it should be remembered it is not a discussion of a predicted future. Rather, it is an accounting of the desired future roles of SEA's as perceived by Chief State School Officers.

The highest cluster was formed by the first ranked role related to providing technical assistance to LEA's. It was singled out because of its isolation from other LEA related roles.

The second cluster was formed by those roles ranked second through sixth. This cluster included consideration for the establishment of statewide Community Education advisory councils and goals; cooperative planning with other state agencies; and funding of a Community Education position at the SEA level. The exception in this cluster was related to the dissemination of Community Education materials to LEA's, and might be considered as providing a transition to the next lower cluster. The roles in this grouping appeared to indicate the SEA should be focusing on statewide activities for Community Education development in the future.

Those roles ranked seventh and eighth were related to general consulting and conducting workshops for local staff and/or community councils. These two roles comprised the third cluster to emerge as a function of content in the rank ordering of the future roles.

Below the eighth ranked role there appeared to be no meaningful cluster of roles, with the possible exception of two instances in which two sets of roles received identical rankings. In these two cases it can be said they were not significantly different in a statistical sense. An additional exception to the cluster, composed of rank orders nine through twenty, is the very lowest ranked role. The operation of Community Schools did not appear to be a role that the Chief State School Officers desired to have the SEA's involved in the future. This was most probably due to the very few schools that SEA's operate directly.

Open-ended responses related to the future roles of State Deparments of Education in Community Education development were varied. As listed in Narrative Table III of this chapter, they include reference to the extent of involvement desired by the Chief State School Officers who made the statements; however, it was not possible to include them in the rank orders just cited.

TABLE IV

T-TEST FOR CONGRUENCE BETWEEN CURRENT ROLES OF STATE DEPARTMENTS OF EDUCATION IN COMMUNITY EDUCATION DEVELOPMENT AND FUTURE ROLES OF STATE DPEARMENTS OF EDUCATION IN COMMUNITY EDUCATION DEVELOPMENT, AS PERCEIVED BY CHIEF STATE SCHOOL OFFICERS

	CURRENT		FUTURE			
Role	$\bar{X}$	SD	$\bar{X}$	SD	Df	t Value
1	3.53	1.12	4.32	.91	33	-5.26*
2	2.17	1.02	3.23	.86	29	-4.98*
3	2.81	1.64	4.23	1.33	30	-4.34*
4	3.16	1.51	4.50	.72	31	-4.58*
5	2.10	1.01	3.42	1.06	32	-5.53*
6	2.30	1.05	3.42	.87	32	-6.95*
7	3.18	1.36	4.12	.82	32	-4.83*
8	3.56	1.23	4.24	.71	32	-4.00*
9	2.13	1.10	3.22	1.01	31	-5.54*
10	2.94	1.66	4.24	1.06	32	-4.44*
11	2.94	1.15	4.03	.90	33	-5.86*
12	2.50	1.27	3.94	.95	31	-6.84*
13	1.82	1.26	3.61	1.20	32	-6.14*
14	3.38	1.16	4.56	.56	33	-5.[illegible]8*
15	2.40	1.14	3.85	1.00	32	-6.31*
16	1.91	1.06	3.22	.87	31	-6.17*
17	2.62	1.16	3.82	.80	33	-6.97*
18	3.74	1.29	4.59	.66	33	-4.39*
19	2.65	1.37	3.82	1.06	33	-4.82*
20	1.35	.88	1.85	1.31	33	-2.05**

* Significant beyond the .001 level
** Significant beyond the .05 level

NARRATIVE TABLE IV

OPEN-ENDED RESPONSES, "STRATEGIES FOR IMPLEMENTATION," PART IV-1 OF THE QUESTIONNAIRE

Response	Statement
A.	Paramount to implementing the services identified in Part III is the passage of legislation mandating funding for Community Education at both the state and local levels. With such funds available, personnel could be employed to provide the kinds of services needed and requested by local education agencies.
B.	1. Initiate and maintain state level inter-agency agreements for joint planning and resources. 2. Improve SEA and LEA Management Information Systems to collect and process data on Community Education. 3. Maintain and expand SEA staff with a primary responsibility for Community Education. 4. Provid organizational structure and functional relationships within SEA that will facilitate implementation of community education. 5. Encourage State Board of Education to adopt Position Paper on Community Education. 6. Develop a Comprehensive Plan for Community Education.
C.	Included in our 1977 Community Education Application is a work plan that includes the objectives and activities that we feel are the appropriate first steps to put together an effective Community Education function at the state level in _____. The objectives and activities fall into five areas. 1.) Training for SEA and LEA staff. 2.) Coordination with other agencies and organizations. 3.) The development of a plan for technical assistance to LEA's. 5.) Providing technical assistance to LEA's. (See Appendix)
D.	State legislation with administrative funding and local option for Community Education Mill Levy. Present functions include to some degree these circled. Funding seems to be catalyst for action.
E.	Prepare the decision-makers of various state agencies with a strong awareness of Community Education philosophy and goals. Materials, both written and visual can be prepared for this attempt. Obtain a commitment to study the benefits and values in Community Education.
F.	Our Department attempts to provide development and technical assistance to 75 identified school corporations. We are in the process of training a cadre of community associates (local Community Educators and related professionals to assist in the delivery of consulting services. A Primary Contact Person has been identified in each of the 75 school corporations. This person is involved in awareness and skill development workshops, also. The Community Associate and Primary Contact Person make up an inside-outside change team.

"STRATEGIES" (continued)

Response	Statement
G.	The Community Education process and its implementation may be the substance that hold a community and its schools together. It is therefore imperative that the _____ State Department of Education assume a leadership role in Community Education and cooperate fully with the Community Education leaders which furnish the expertise for initiation and implementation.
H.	In December 1976 I appointed a 15 member State Advisory Council for Community Education. Agencies generally recognized as being closely aligned with Community Education program implementation are represented on the Council. Strategies will be developed from the recommendations of the Advisory Council along with the overall direction provided by the State Community Education Coordinator.
I.	Item 1: Cooperation of local school boards and superintendents is vital. This is our primary target. Presentations to local boards preceded and proceeded by SEA personnel and printed information. Item 4: State Plan written and approved by Board of Elementary and Secondary Education. Currently in process of writing new State Plan to expand program and incorporate new ideas from experience and input from other states. Item 18: Every LEA program is promoted, assisted and supported by SEA personnel in program design and implementation.
J.	On the following page I have included relevant sections from my December 22, 1976 report to the State Board of Education.
K.	School districts in _____ are permitted, under current legislation, to offer and support financially, on a limited basis, programs that could be considered as Community Education. Future plans call for a select committee to study current programs and to propose Methods of Coordinating Adult, Continuing, and Community Education, and Lifelong Learning into a comprehensive coordinated delivery system.
L.	1. Orientation of Department of Education staff. 2. Encourage local educational agencies to: a. Provide education for all age groups in their community b. Make the school facilities available for the broadest range of educational activities from a community's prenatal to aged citizens c. Involve citizens in decision making process d. Cooperate with other agencies in the community in providing needed human services.
M.	At this time the Department of Education has called together a statewide, 20-member committee composed of citizens from all strata and walks of life. The purpose of this committee is to study a position paper on Community Education prepared by the Department of Education. Following the study, the committee will be asked to re-write the position paper, making it a philosophy for Community Education within the State of _____.

"STRATEGIES" (continued)

Response	Statement
M.(cont.)	Following careful analysis of the paper, the committee will then present it to the State Board of Education for their study and approval. Following their approval, the position paper will become the background for continued work on Community Education in the State of _____.
N.	See attached 'Proposal Abstract'.
O.	Future of Community Education Programs depends greatly upon the commitment from local communities. State funds or Federal funds may provide a helping hand in getting the Community Education process moving, but to keep it going to its fullest a genuine interest and commitment from the local community is essential. Many states are taking initial steps in promoting the concept. One strategy that we are using in our state is to work very closely with communities that show ample interest in the concept. These communities can serve as model communities for others at later dates.
P.	Our strategy for implementation places a primary emphasis on Community Education development at the local level. The actions outline below represent the major components of this strategy: 1. Continuous delivery of developmental and technical assistance to LEA's. 2. Continuous identification, development and distribution of Community Education information and materials. 3. Continuous development of interagency relationships between and among numerous agencies and institutions involved in the delivery of educational and human services. 4. Continuous involvement of the State Community Education Advisory Committee. The activity mentioned above outlines the major efforts of the Department which have resulted in the rapid growth of Community Education at the local level throughout _____. Hence, continuous assistance to LEA's and interagency cooperation and coordination at both the state and local level should result in the successful implementation of our strategies for Community Education development.
Q.	Inservice of Chief State School Officer and other department personnel in Community Education Concept and process. Chief State School Officer provide leadership for statewide awareness activities with superintendents. Identify intra- and inter- departmental support systems (all resource areas) for developing Community Education throughout the state. Establish a task force group for Community Education to develop a statewide plan.

"STRATEGIES" (continued)

Response	Statement
R.	The State recently assigned contact people in each educational district to be responsible for Community Education developmental and technical assistance and to assist central office staff in planning and implementing the program.
S.	We have a staff of 5 people developing models for involving the public in education decision-making without breach of legally constituted authority. We are trying to prove in the concept that the public schools belong to the public and that they ought to influence, more directly, their operation.

Congruence Between Current and Future Roles

After mean scores were determined for each current and each future role those scores, across identical roles, were compared to determine the extent of congruence between them. In order to accomplish this twenty t-tests were administered, the results of which can be seen in Table IV of this chapter.

As can been seen by the data there was a consistent tendency for the Chief State School Officers to express a desired increase in the extent to which the SEA was involved in every role. Just as importantly, there was no congruence between current perceptions and future desires. This suggested that minor changes in the relative rankings of current and future roles, previously discussed, were not significant.

Further, as a result of the test for congruence, five statistical groupings emerged (see Table I). It will be noticed that they differed only slightly from the groups that emerged from analysis of the content of roles (see pages 14, 22, and 26).

TABLE V

RANK AND BREAKDOWN OF GROUPINGS OF CURRENT AND FUTURE ROLES

(In descending order of priority)

RANK ORDER OF ROLES	CURRENT *	FUTURE *
1	18	18
2	8	14
3	1	4
4	14	3
5	7	1
6	4	10
7	10	8
8	11	7
9	3	11
10	19	12
11	17	15
12	12	17
13	15	19
14	6	13
15	2	5
16	9	6
17	5	2
18	16	9
19	13	16
20	20	20

*Numbers correspond to those that appear on the questionnaire.

NARRATIVE TABLE V

OPEN-ENDED RESPONSES, "OTHER IDEAS," PART IV-2 OF THE QUESTIONNAIRE

Response	Statement
A.	The _____ Department of Education is deeply committed to the concept of community education. Presently the ADE is assisting seven local educational agencies in planning and developing their respective community education programs. Initial feedback indicates that a need exists for technical assistance from the state level and that additional local education agencies would participate in the programs if funds and resources were available. Since 1975 the _____ Department of Education has taken a leadership role in development of Community Education.
B.	1. Maintain a Standing Council of Chief State School Officers Committee on Community Education. 2. Maintain liaison with Community Education Office of USOE and with National Advisory Council on Community Education. 3. Use this survey as a 'first round' of a Delphi process to get consensus of chiefs on Community Education.
C.	Staff development is needed on a regular basis to provide incentive for continuous community contact. We recommend a State Education Agency not pursue money to pay local community directors too early. It seems more important, with limited resources, to provide a local person information and skills related to Community Education. By utilizing this strategy the local corporation can analyze the full scope of Community Education and its appropriateness before implementation.
D.	Visiting with the leaders within the smaller communities, to sell the concept and the lasting value of Community Education.
E.	It is important for project support to be directed at the SEA level in order to increase capacity of the Department of Education for direct technical assistance to LEA's when planning and designing local programs based on assessed needs.
F.	We have taken time to define the terms in this field and to note that there is a difference between Community Education and Community Schools. The former deals with the process of engaging the public in what happens and what should happen at school; the latter is program oriented, providing courses and other services in the school facility.
G.	The results and analysis of this study, and any others that may follow, should be made available to the individual states for their utilization.
H.	The project should have an impact upon Community Education as it could clarify many ideas in states' Departments of Education. It appears at this time that, all too frequently, Community Education is just another

Response	Statement

name for Adult Education with no real philosophical platform upon which to build a strong statewide program of Community Education. Hopefully, the project will not stop with the collection of data, but will be able to point out weaknesses in state Community Education Programs. This then could be the grassroots support for a strong nationwide program in Community Education.

I. The role of the State Department of Education (SEA) can be crucial to successful development of Community Education on a statewide basis if the SEA is willing to define Community Education broadly enough to allow the concept to serve as a focus of coordination and cooperation among a variety of existing programs and agencies which contribute to community self-improvement (e.g. community school programs, adult education, school volunteers, community development efforts, recreation. libraries, human services agencies, independent and informal community improvement groups, higher education outreach, cooperative extension, etc.)

To say that the Community Education concept can provide a coordinating focus is not to say that Community Education is a big umbrella under which all of the programs listed above should cluster. These agencies, institutions, and programs cherish their independence and thrive on a certain degree of autonomy. If Community Education attempts to 'build an empire' by trying to consolidate all educational efforts under its administrative or fiscal control, it will defeat its own mission.

What SEA-sponsored Community Education can achieve is to faciliate meaningful cooperation at the state and local level between public education personnel-and-resources and the resources of other agencies, community groups, and lay citizens. The Community Education concept is broad enough to be utilized for the educational enhancement of all ages, backgrounds, needs, and desires. Whether it does become a focus for all coordination depends upon how it is practiced by SEA and LEA community educators. SEA-sponsored Community Education will flourish or die depending on the strength of the example it sets as a facilitating partner and team member of other existing efforts, at the state level, the regional level, and the community level. In this regard, the Community Education concept has much to offer.

J. State leadership is important; however, development of leadership skills at the local level is more important. Individuals trained at the local levels can promote and carry out the responsibilities of such a concept.

The State of _____ also believes in a concept of Community Education rather than a narrow concept of a community school. It is our belief that the Community Education concept is broader and all agencies can be part of it. Singling out schools as responsible for Community Education minimizes the effectiveness of the concept.

Summary

The highest ranked element of community education, according to the Chief State School Officers, was "a process for matching community resources with community needs." Other essential elements of community education that were ranked high were those focusing on cooperative relationships between agencies, and the use of schools as community centers. When these data are considered in light of the open-ended responses, it may be concluded that the Chief State School Officers defined community education as a process for solving problems through interaction between citizens, schools, and other agencies.

A comparison of the relative changes in rank order undergone by all but two of the roles, when current roles were observed in light of future roles, indicated that the changes were not significant. For example, "establishing statewide Community Education goals" was ranked sixth among those roles currently being performed; however, among those roles that the Chief State School Officers desired for the future, it was ranked third. This was not a noteworthy change in ranking. When comparing the two rankings further the following was found:

1. The role ranked first currently continued to be ranked first in the future;
2. Those roles that fell between rank orders two and nine, currently, remained between rank orders two and nine in the future;
3. Those that fell between rank orders ten and thirteen, currently, remained between rank order ten and thirteen in the future;
4. Those that fell between rank orders fourteen and nineteen, currently, fell between rank orders fourteen and nineteen in the future;
5. The role ranked twentieth currently was ranked twentieth in the future.

This would indicate that natural grouping occured as noted above as well as among functional dimensions cited previously. Finally, the open-ended responses across current and future perceptions of roles indicated no apparent differences.

Discussion of the open-ended responses received as a result of Part IV-1 and Part IV-2 of the questionnaire are included in the following chapter.

CHAPTER III

Summary and Conclusions

In this chapter there will appear a brief summary of several of the more salient aspects of the data, as well as an attempt to synthesize the recommended implementation strategies of the Chief State School Officers with the highest priority elements of the Community Education concept and roles of State Departments of Education. In order to accomplish this the chapter is divided into three sections, summary of findings; strategies for implementing the highest priority roles for State Departments of Education in Community Education development; and conclusions and recommendations.

Summary of Findings

Because there was found to be no significant change in the rank order of roles, when testing for congruency between current and future roles, and because discussion in this chapter focuses on the future, it was decided to consider only those ratings that the Chief State School Officers gave to the future roles of State Departments in Community Education development. Considering the groupings that emerged as a function of the content of the highest ranked roles and the groupings that emerged when observing congruency, it was established that rank orders one through nine were the highest ranked roles to be discussed. These were as follows:

Rank Order	Future Roles
1	Providing technical assistance to LEA's in the design of Community Education programs;
2	Encouraging SEA staff to plan cooperatively with other state agencies;
3	Establishing statewide Community Education goals;
4	Providing financial support for Community Education position at the state level;

Rank Order	Future Roles
5	Disseminating materials to promote Community Education to LEA's;
6	Establishing Community Education advisory council at the SEA level;
7	Consulting in a specific community regarding education, planning, funding, or evaluation efforts;
8	Conducting workshops for local staff and/or community councils;
9	Providing Community Education materials and information to other state agencies.

Consistent with the findings above, it was noticed that many of the open-ended responses favored an approach to Community Education development at the SEA level that adhered to a strategy of establishing a state level support base. In addition, there were several references in the recommendations for strategies that suggested an approach that focused on the development of expertise at the LEA level. It should be noted that four of the highest ranked roles referred to activities aimed at the LEA level while the other five aimed at the state level.

Among the essential elements of Community Education that were ranked the highest were the first two clusters ranked one through six. Within these rankings there were seven elements as follows:

Rank Order	Essential Elements
1	A process for matching community resources with community needs;
2	Sponsorship of cooperative programs with other agencies (e.g., parks and recreation department);
3	Using schools as community centers;
4	Community advisory councils for planning community education programs;
5	Community usage of gyms, libraries, auditoriums, etc;
5	Community advisory councils assessing community needs;
6	A means for identifying general community needs.

Clearly, the Chief State School Officers were indicating that they defined Community Education to be a process of community participation. In addition, their responses indicated an emphasis on interagency cooperation and extended use of school facilities. The reader should remember that those elements that were ranked lower by the Chief State School Officers than the seven cited above were not necessarily considered to be unessential elements. They were simply defined as less essential than those noted above. In the previous chapter it was shown that even the lowest ranked elements received some consideration by the Chiefs.

Strategies

In presenting a list of strategies it was necessary to match the desired roles of the Chief State School Officers, as indicated in this and the previous chapter, to the open-ended statements that addressed those roles. In addition, it was necessary to take into account the definition of Community Education that the Chief State School Officers provided through the rank ordering of the essential elements, as well as through varied open-ended comments that appeared on the questionnaires. Therefore, it is emphasized that the strategies listed below represent the interpretation of the data made by the researchers and the Community Education Task Force of the Council of Chief State School Officers. To the extent possible this interpretation is faithful to the desires of those who filled out the questionnaires.

It is recognized that every state, U.S. territory and protectorate is at a different level of development in Community Education and that the definition of the concept differs widely. Therefore, it is advisable for the reader to

consider the strategies presented below to be a recommended set of guidelines. Hopefully, they are flexible enough to allow for variations in legal and administrative structures, and will allow for an SEA to enter into the process of development from its present level of involvement.

Before strategies can be discussed, however, it is necessary to address the questions related to the definition of Community Education. This is necessary because SEA personnel and others must have some common understanding of the nature of the phenomenon which they are attempting to implement. Attention is drawn to the highest ranking essential elements of Community Education as indicated by the Chief State School Officers. This is not done in order to suggest that these are the elements of the ultimate definition, but to reemphasize that the strategies that follow are intended to foster the definition of Community Education that the Chief State School Officers favored.

The strategies recommended by the Chief State School Officers for the development of Community Education at the SEA level were as follows:

1. Establish a statewide Community Education advisory council. This will facilitate the development of a definition of Community Education, the development of a state plan for Community Education and the setting of departmental priorities in the pursuit of development. The council should include a range of individuals who can address themselves to questions related to community participation in education and community problem solving, to the extended use of school facilities, and to the legal, political, and financial complexities of interagency cooperation. Further, the council should recommend an appropriate administrative structure and stratum for that structure, at the state level, that will enhance the attainment of Community Education goals.

2. Seek State Board of Education approval of the definition of Community Education, the goals of Community Education, and the State plan for implementing Community Education.

3. Seek commitment from other state agencies to investigate the merits and feasibility of Community Education.

4. Provide for financial support of a Community Education position at the state level. There are a variety of methods for accomplishing this, only one of which is matching federal dollars, if they are available in the future for this purpose. Another method includes cooperative arrangements with other state agencies that embrace the goals of Community Education as determined by the State Community Education Advisory Council. Still another method, although one ranked below the top nine roles by the Chief State School Officers, includes the drafting and passage of state legislation funding Community Education efforts.

5. In order to perpetuate funding and to continue the development of support for Community Education at the state level, it will be necessary to promote the concept to an increasingly broad range of state agencies. One method for accomplishing this is to disseminate information about Community Education to those agencies through a variety of media and channels. Use of direct mailing, dissemination through departmental and professional communications, use of mass media, and workshops are considered appropriate methods.

6. As the establishment of support at the state level continues, it will be necessary to assist LEA's in the development of Community Education. In order to accomplish this the individual(s) employed as state level Community Educators must have as a high priority (the highest according to the Chief State School Officers) the providing of technical assistance to LEA's. This includes consulting in local communities regarding planning, funding, and evaluation of Community Education, as well as conducting workshops for local staff and community council members. This can be accomplished through the direct action of the state level Community Educator(s) as well as through the coordinated action of SEA personnel in related fields, personnel from other state agencies, and personnel from human service and educational agencies at the local level. This can be accomplished only when a support base has been established at the state level.

Conclusions and Further Recommendations

There were so many alternative strategies offered by the Chief State School Officers that it was not possible to include them all in a composite set of guidelines; however, it is hoped that the guidelines offered will be of assistance in future development efforts. In order to be objective in their treatment of the data presented in this report, the researchers and the Community Education Task

Force of the Council of Chief State School Officers attempted to refrain from over-interpretation and analysis of the responses. However, while such a treatment may provide clarity and objectivity, it does not necessarily address another important aspect of the information gathered by the survey. Therefore, it may be appropriate to add a comment regarding the perceived consensus of spirit that emerged from a close reading of the hard data and open-ended responses.

Briefly, it appeared that the Chief State School Officers generally embraced the point of view that Community Education was not merely a collection of extended day programs. Indeed, such a concept of Community Education was rarely suggested in the highest rankings of essential elements and future roles. In addition, there appeared to be an implicit understanding of Community Education as a working philosophy for the SEA in general, and not merely as an additional division or bureau. This is not to say that there was agreement that Community Education should or could become a dominant administrative structure under which a variety of other programs would be coordinated. One Chief State School Officer held that, instead, Community Education should become a "facilitating partner and team member of other existing efforts, at the state level, the regional level, and the community level." Consistent with this was the tendency to perceive Community Education at both SEA and LEA levels as a function of cooperation between a broad range of state and local agencies in concert with citizens.

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APPENDICES

COMMUNITY EDUCATION STUDY

Part 1: One of the purposes of this study is to determine appropriate roles for SEA's in community education development, and to that end it is necessary that we learn your perception of community education. Therefore, we are asking that you provide us with your perception of the essential elements of community education. (There are a number of valid but diverse definitions of community education.)

Instructions: Please read t[illegible]re list of community education elements below, and then place a check to the left of what you consider to be the 6 most essential elements of community education.

Community Education should provide:

____ Programs for pre-schoolers.

____ Community usage of gyms, libraries, auditoriums, etc.

____ A process of assessing attitudes of citizens about their schools.

____ A system for identifying citizens who could serve as educational resources.

____ Community advisory councils for planning community education programs.

____ Programs for senior citizens.

____ Using schools as community centers.

____ A means for identifying general community needs (i.e., pollution, drugs, etc.)

____ Sponsorship of cooperative programs with other agencies (e.g., parks and recreation department.)

____ Community advisory councils helping to conduct community education programs.

____ Programs for adult illiterates

____ Extended use of school playgrounds.

____ A referral service for individuals with needs to appropriate agencies.

____ Programs for/and with business and industry.

____ Community advisory councils assessing community needs.

____ Programs to meet adult needs for leisure skills.

____ School facilities available to all ages during summer months.

____ A process for matching community resources with community needs.

____ Using community locations (e.g., libraries, parks, etc.) as extensions of school.

____ Community advisory councils evaluating community education programs.

Others: _____

_____

_____

_____

Part II - Instructions: Please circle the number on the right hand side that best describes the extent to which your department is currently performing the following activities in promoting community education.

(5-Constantly 4-Frequently 3-Sometimes 2-Rarely 1-Never)

1. Disseminating materials to promote community education to LEA's ---------- 5 4 3 2 1
2. Drafting and recommending legislation. (e.g., facilitating community use of facilities)---------- 5 4 3 2 1
3. Providing financial support for community education position at state level.---------- 5 4 3 2 1
4. Establishing statewide community education goals.---------- 5 4 3 2 1
5. Drafting statements of cooperation and/or joint contracts between the LEA's and other agencies.-------- 5 4 3 2 1
6. Retrieving and compiling enrollment data about community education extended day programs.---------- 5 4 3 2 1
7. Conducting workshops for local staff and/or community councils.---------- 5 4 3 2 1
8. Consulting in a specific community regarding education planning, funding, or evaluation efforts at the LEA level.---------- 5 4 3 2 1
9. Conducting research related to selected assertions of community education. (vandalism reduction, etc.) ---------- 5 4 3 2 1
10. Establishing community education advisory council at the SEA level. ----------5 4 3 2 1
11. Providing community education materials and information to other state agencies.---------- 5 4 3 2 1
12. Designing and requesting liberalized regulations for involving lay citizens in educational programs.----5 4 3 2 1
13. Providing funding support for community education positions at the LEA level.----------5 4 3 2 1
14. Encouraging SEA staff to plan cooperatively with other state agencies. ----------5 4 3 2 1
15. Initiating intra and inter-departmental advisory councils to improve coordination of activities.--------5 4 3 2 1
16. Compilating costs and revenues of community school extended day programs.----------5 4 3 2 1
17. Conducting workshops for state legislators or LEA board members or SEA board members or public community, etc. ----------5 4 3 2 1
18. Providing technical assistance to LEA's in the design of community education programs.----------5 4 3 2 1
19. Measuring the attainment of LEA and/or SEA identified community education goals.----------5 4 3 2 1
20. Directly operating community schools in state operated school programs.----------5 4 3 2 1

Others: (please state)_____ 5 4 3 2 1

5 4 3 2 1

Part III - Instructions: Please circle the number on the right hand side that describes the extent to which you desire your department to perform in the future to promote community education.

(5-Constantly 4-Frequently 3-Sometimes 2-Rarely 1-Never)

1. Disseminating materials to promote community education to LEA's.----------5 4 3 2 1
2. Drafting and recommending legislation. (e.g., facilitating community use of facilities)----------5 4 3 2 1
3. Providing financial support for community education position at state level.----------5 4 3 2 1
4. Establishing statewide community education goals.----------5 4 3 2 1
5. Drafting statements of cooperation and/or joint contracts between the LEA's Department of Education and other agencies.----------5 4 3 2 1
6. Retrieving and compiling enrollment data about community education extended day programs.----------5 4 3 2 1
7. Conducting workshops for local staff and/or community councils.----------5 4 3 2 1
8. Consulting in a specific community regarding education, planning, funding, or evaluation efforts.-------5 4 3 2 1
9. Conducting research related to selected assertions of community education. (vandalism reduction, etc.)----------5 4 3 2 1
10. Establishing community education advisory council at the SEA level.----------5 4 3 2 1
11. Providing community education materials and information to other state agencies.----------5 4 3 2 1
12. Designing and requesting liberalized regulations for involving lay citizens in educational programs.----5 4 3 2 1
13. Providing funding support for community education positions at the LEA level.----------5 4 3 2 1
14. Encouraging SEA staff to plan cooperatively with other state agencies.----------5 4 3 2 1
15. Initiating intra and inter-departmental advisory councils to improve coordination of activities.--------5 4 3 2 1
16. Compiling of costs and revenues of community school extended day programs.----------5 4 3 2 1
17. Conducting workshops for state legislators, or LEA board members, or SEA board members, or public, or community, etc.----------5 4 3 2 1
18. Providing technical assistance to LEA's in the design of community education programs.----------5 4 3 2 1
19. Measuring the attainment of LEA and/or SEA identified community education goals.----------5 4 3 2 1
20. Directly operating community schools in state operated school programs.----------5 4 3 2 1
21. Others: (please state) _____ 5 4 3 2 1

Part IV

1. We would appreciate any ideas you have about strategies for implementing the roles you identified in Part III.

2. We would appreciate any other ideas you have about the project that you would like to share with the project staff.

Name

State

Appendix B

Past President
JOHN W. PORTER
Michigan Superintendent
of Public Instruction

President-Elect
DANIEL B. TAYLOR
West Virginia Superintendent
of Free Schools

Vice President
HOWARD B. CASMEY
Minnesota Commissioner
of Education

Director
GREGORY R. ANRIG
Massachusetts Commissioner
of Education

CYRIL B. BUSBEE
South Carolina Superintendent
of Education

ANNE CAMPBELL
Nebraska Commissioner
of Education

W. W. SHACKLEFORD
Alaska Commissioner
of Education

A. CRAIG PHILLIPS
North Carolina Superintendent
of Public Instruction

WALTER E. ENDRES
Utah Superintendent
of Public Instruction

Executive Secretary
BYRON W. HANSFORD

CHIEF STATE SCHOOL OFFICERS • COUNCIL • CCSSO

February 28, 1977

MRMORANDUM No. 21-77

TO: All Chief State School Officers

FROM: Byron W. Hansford, Executive Secretary

SUBJECT: Community Education Study

This is to request that you take a few minutes and respond to the enclosed Community Education Study which grew out of Martin Essex's interest and is being supervised by his committee. This study is to complete a grant received by CCSSO to measure the role of state departments in the development of community education concept. The information will be valuable for assessing current roles and making plans for effective implementation of the community education concept nationwide.

Your response is most important as the project is to be completely based on the perceptions of chief state school officers.

I am enclosing for your information a listing of the minimum elements of a community school program as adapted from the federal Community School Act of 1974. Thank you for taking time from your tight schedule to help us with this project.

ESSENTIAL ELEMENTS OF COMMUNITY EDUCATION

(Part I of the Questionnaire*)

Item No.	Checked (frequency)	Valid Cases	Missing Cases
1	5	33	2
2	12	33	2
3	7	33	2
4	7	33	2
5	21	33	2
6	4	33	2
7	24	33	2
8	9	33	2
9	25	33	2
10	7	33	2
11	6	33	2
12	2	33	2
13	7	33	2
14	2	33	2
15	12	33	2
16	6	33	2
17	2	33	2
18	26	33	2
19	7	33	2
20	6	33	2

*The items above are in the order in which they appear on the questionnaire. This is noted because the items in Part I of the questionnaire are not numbered. Item numbers 1 through 10 above refer to the left hand column on the questionnaire; item numbers 11 through 20 above refer to the right hand column on the questionnaire.

CURRENT ROLES FOR SEA'S

(Part II of the Questionnaire)

Role no.	Frequency of Selection					$\bar{x}$	SD	Valid Cases	Missing Cases
	5 constantly	4 frequently	3 sometimes	2 rarely	1 never				
1	6	16	5	7	1	3.543	1.094	35	0
2	1	2	9	11	9	2.219	1.039	32	3
3	10	1	6	5	12	2.765	1.671	34	1
4	8	10	6	2	8	3.235	1.499	34	1
5	0	2	13	7	13	2.114	.933	35	0
6	1	3	12	9	9	2.353	1.070	34	1
7	8	9	9	3	6	3.286	1.384	35	0
8	9	10	8	5	2	3.559	1.211	34	1
9	0	4	10	6	14	2.118	1.094	34	1
10	9	7	5	1	12	3.000	1.670	34	1
11	2	10	14	2	6	2.971	1.150	35	0
12	3	3	11	8	9	2.500	1.237	34	1
13	2	2	5	4	22	1.800	1.232	35	0
14	6	13	9	4	3	3.429	1.170	35	0
15	2	4	12	6	11	2.429	1.220	35	0
16	1	1	8	8	16	1.912	1.055	34	1
17	2	6	12	8	7	2.657	1.162	35	0
18	14	7	6	7	1	3.743	1.268	35	0
19	5	5	7	10	8	2.686	1.367	35	0
20	1	0	3	2	29	1.343	.873	35	0

FUTURE ROLES FOR SEA'S

(Part III of the Questionnaire)

Role No.	Frequency of Selection					X	SD	Valid Cases	Missing Cases
	5 constantly	4 frequently	3 sometimes	2 rarely	1 never				
1	19	9	4	2	0	4.324	.912	34	1
2	4	7	16	6	0	3.273	.911	33	2
3	21	3	5	1	1	4.355	1.082	31	4
4	20	9	4	0	0	4.485	.712	33	2
5	5	11	12	3	2	3.424	1.062	33	2
6	2	15	12	4	1	3.382	.888	34	1
7	12	14	6	1	0	4.121	.820	33	2
8	13	15	6	0	0	4.206	.729	33	2
10	18	9	3	2	1	4.242	1.062	33	2
11	11	16	4	3	0	4.029	.904	34	1
12	11	10	9	2	0	3.938	.948	32	3
13	11	5	11	5	1	3.606	1.197	33	2
14	20	13	1	0	0	4.559	.561	34	1
15	9	14	7	2	1	3.848	1.004	33	2
16	2	9	17	4	1	3.212	.857	33	2
17	7	15	11	1	0	3.824	.797	34	1
18	23	8	3	0	0	4.588	.657	34	1
19	11	10	10	2	1	3.824	1.058	34	1
20	2	4	2	5	21	1.853	1.306	34	1

*U.S. GOVERNMENT PRINTING OFFICE: 1977241-055/2067 1-3